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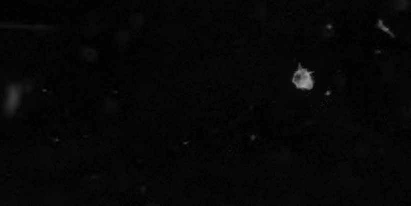
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THE EVENING COLLEGE AND THE COMMUNITY COLLEGE--AN EXAMINATION OF THE CONFLICT IN NEW YORK AND A PROJECTION FOR NEW JERSEY.

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RUTGERS, THE STATE UNIV., NEW BRUNSWICK, N.J.

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DESCRIPTORS- *JUNIOR COLLEGES, *CONFLICT, *EVENING COLLEGES, *ROLE CONFLICT, *COLLEGE ROLE, TRANSFER PROGRAMS, TERMINAL EDUCATION, EVENING PROGRAMS,

INTERVIEWS WITH 14 EVENING COLLEGE AND THREE COMMUNITY COLLEGE DEANS WERE CONDUCTED TO DETERMINE (1) THE NATURE OF CONFLICTS BETWEEN THE TWO TYPES OF INSTITUTION, (2) THE EFFECTS OF THE COMMUNITY COLLEGES ON THE EVENING COLLEGES IN NEW YORK, AND (3) AREAS OF POSSIBLE CONFLICT EXPECTED WITH THE ESTABLISHMENT OF JUNIOR COLLEGES IN NEW JERSEY. TWELVE EVENING COLLEGE DEANS FELT THAT LOSS OF LOWER DIVISION STUDENTS WOULD CAUSE THEIR INSTITUTIONS TO BECOME PRIMARILY UPPER DIVISION IN CHARACTER. EVENING DEANS FELT THAT IT WAS TOO EARLY TO ASSESS THE EFFECT OF COMMUNITY COLLEGE TRANSFER STUDENTS. THE PRIVATE EVENING COLLEGES IN NEW YORK WERE MOST SERIOUSLY AFFECTED BY ENROLLMENT LOSSES AND HAVE ENTERED INTO CLOSE COOPERATIVE AGREEMENTS WITH COMMUNITY COLLEGES. NEW JERSEY EVENING DEANS EXPECTED THE LOSS OF SOME BEGINNING STUDENTS FOLLOWED BY GAINS IN TRANSFER STUDENTS. EVIDENCE OF DISAGREEMENT AS TO COMMUNITY COLLEGE ROLES IN NONCREDIT PROGRAMS AND VOCATIONAL EDUCATION INDICATED THE POSSIBILITY OF FUTURE CONFLICT. THE AUTHOR RECOMMENDS THE DEVELOPMENT OF (1) CLEAR GUIDELINES FOR ARTICULATION AND (2) PROCEDURAL ARRANGEMENTS BETWEEN THE TWO TYPES OF INSTITUTION. HE CONCLUDES THAT COMMUNITY COLLEGES SHOULD BE COMPREHENSIVE, BUT SHOULD NOT OFFER COURSES ABOVE THE LOWER DIVISION LEVEL. (WO)

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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THE EVENING COLLEGE AND THE COMMUNITY COLLEGE: AN EXAMINATION OF CONFLICT IN NEW YORK AND A PROJECTION FOR NEW JERSEY. (M.Ed. Thesis)

by
Raymond W. French

U. S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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THE EVENING COLLEGE AND THE COMMUNITY COLLEGE: AN EXAMINATION OF CONFLICT IN NEW YORK AND A PROJECTION FOR NEW JERSEY

A THESIS

SUBMITTED TO THE FACULTY

OF THE GRADUATE SCHOOL OF EDUCATION

OF

RUTGERS, THE STATE UNIVERSITY

BY

RAYMOND W. FRENCH

IN PARTIAL FULFILLMENT OF THE

REQUIREMENTS FOR THE DEGREE

OF

MASTER OF EDUCATION

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LOS ANGELES

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June, 1965

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NEW BRUNSWICK, NEW JERSEY June, 1965

The objectives of the study were to determine (1) the nature of any conflict between evening and community colleges in New York, (2) the effect the community colleges have had upon evening colleges in New York, and (3) the nature of conflicts which New Jersey evening college deans anticipate between the evening colleges and the soon-to-be-established county colleges.

The primary source of data was a series of seventeen interviews held with ten evening college and three community college deans in New York and with four evening college deans in New Jersey.

Each New York respondent was asked questions designed to elicit answers which would identify the nature and intensity of the problems--such as competition for service areas, faculty, finances, and prestige and status--existing among evening and community colleges.

Similarly, the New Jersey deans were asked to identify the issues they felt would develop into conflict with the county colleges and to indicate how they anticipate their programs will be affected by the emergence of the county colleges.

The following conclusions were reached:

1. The hypothesis that the establishment of new two-year colleges with vigorous evening programs generates problems of coordination with the older, established evening colleges was upheld. The major issue in New York involves the charge by evening college administrators that the community colleges are causing unnecessary duplication of effort and competition by emphasizing transfer programs at the expense of terminal-vocational education. The evening college administrators are also concerned that some community college presidents aspire to develop their two-year colleges into four-year institutions. On the other hand, competition for status and prestige, finances, and faculty were not found to be serious issues.

2. The community colleges have had a significant impact on the enrollments of the evening colleges. Although evening colleges of private institutions were more affected because of the substantial tuition advantage of the public community colleges, the public evening colleges also reported that their enrollments are not increasing as much as they would have expected if the community colleges had not been established.

3. Although the New Jersey evening college deans do not anticipate conflict with the county colleges, they expressed strong feelings that the county colleges should offer terminal-vocational programs. Two respondents also felt that the county colleges should not offer noncredit programs. It is conceivable that these two points may develop into issues of conflict with the county college administrators.

Concerning anticipated effect on programs, there was universal agreement that the evening colleges will be forced eventually into becoming essentially upper-division programs.

The following recommendations to minimize conflict between New Jersey's evening and county colleges emerged:

1. Every offering of a county or evening college should reflect the strengths and capabilities of that particular institution.

2. Clear procedural arrangements should be established to insure adequate communication among evening and county colleges.

3. The county colleges should offer for credit--in proportion to the needs of the counties--both lower-division transfer and terminal-vocational

courses; and noncredit work should be limited to lower-division courses.

4. Evening colleges should offer for credit--lower-division, upper-division, graduate, and postgraduate courses; and noncredit work should be limited to higher-division, professional, and postgraduate courses.

5. County college administrators should initiate requests for regularly scheduled meetings with the evening college administrators who direct programs in the areas the county colleges are to serve. One of the purposes of the meetings should be to develop cooperative agreements which define who should offer what in the county. The purpose of such agreements should not be to establish exclusive jurisdictional rights for any institution as an end in itself, but rather to reduce conflicts and unnecessary duplication of programs.

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I. STATEMENT OF THE PROBLEM

The State of New Jersey will soon experience the development of a new type of educational institution--the county college. Although county, community, and junior colleges have a main objective of serving the post-high-school needs of youth in college transfer and terminal education programs, they have also become deeply involved in adult education. One study reports that in the average community the junior college often becomes a center of attraction for adults in off-campus locations during the day as well as during the evening. Many adults earn the Associate of Arts (A. A.) and Associate of Applied Science (A. A. S.) degrees as part-time students at junior colleges. Both credit and non-credit courses are often scheduled on the advice of key community groups and advisory committees.[1]

In view of such a pattern elsewhere, it is logical to anticipate that New Jersey's county colleges will develop adult programs.

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[1] Leland L. Medsker, The Junior College: Progress and Prospects (New York: McGraw-Hill, Inc., 1960), p. 73.

See also, Homer Kempfer, "Adult Education in the Community College," Junior College Journal, 21 (September, 1950), pp. 18-25.

Experience in other states indicates that, as a consequence of the deep involvement in adult education, conflicts as to the role to be played by each of the institutions have often developed between the two-year colleges and the other agencies, such as four-year colleges and public adult schools, which were operating adult programs long before the community colleges were established, or at least before they began similar programs.[1]

Because New Jersey already has in operation a number of mature adult education agencies--which include evening colleges and extension divisions--it is a logical hypothesis that the establishment of additional institutions--that is, county colleges--with programs having the same or similar objectives in the field of adult education will present a problem of coordination among these agencies.

The potential problem is complicated by the fact that there is very little information available which identifies the nature of the conflict between two-year college evening programs and other adult education agencies. The matter is not so simple to determine as it might appear from a review of catalogues. For example, the same course offered in the same community at the same time by two different institutions of higher learning may not, in fact, be unwarranted duplication and competition. Although the same title and description may be used, the courses may be designed for two different audiences. They may involve different comprehension levels, work requirements, and educational objectives.

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[1] Leland L. Medsker, The Junior College: Progress and Prospects (New York: McGraw-Hill, Inc., 1960), p. 77.

The need for substantive information is corroborated by the following statement by Dr. Edmund J. Gleazer, Jr., Executive Director, American Association of Junior Colleges:

> I am sure that there are many problems in relationships between community colleges and evening colleges. With the possibility of further developments toward urban extension, the necessity for more precise delineation of the roles of the community colleges, the evening colleges, and the state universities will become imperative.
>
> Unfortunately, we do not have the substantive type of information we need at this date. Rather we are certainly involved in a condition of conjecture and opinion.[1]

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[1] Letter from Dr. Edmund J. Gleazer, Jr., Executive Director, American Association of Junior Colleges, Washington, D. C., November 18, 1964.

Closely connected with the determination of the nature of the conflict which may develop in such situations is the question of determining the total effect which the two-year college evening programs have upon older, established adult programs. Again, there is virtually no information available on this subject of concern to adult educators.

As a result of the paucity of information available in these areas of interest, the first objective of this study was to identify, as specifically as possible, the locus of conflict, if any, which exists among evening colleges and community colleges in the New York City area. A knowledge of the issues leading to conflict should be of value to those concerned with the imminent development of the county college movement in New Jersey.

Because of the close connection between the effect that the two-year college evening programs may have on the evening colleges and the conflict that may develop between the two types of institutions, this factor will be investigated as the second objective of the study. After all, if there are no serious effects caused by the emergence of the two-year college evening programs, there is not likely to be much cause for conflict.

Finally, regardless of the experience elsewhere, the posture that New Jersey's present evening college deans take toward the county college movement will be a critical factor in determining whether or not conflict will develop in New Jersey. An attempt to determine the fears, prejudices, and opinions that these deans hold concerning the development of the county colleges will serve as the third and final objective of the investigation.

The New York City area was selected for the first two parts of the study because it was the most accessible area which has in operation a relatively mature system of public community colleges. The factor of accessibility was a critical one because it was felt that the nature of the study necessitated the use of personal interviews to collect the data. It was feared that, given the personal and sensitive nature of some of the information sought, a questionnaire might be put aside unanswered or might provide only a tabulation of generalities. The intent of this study was to get beyond generalities and to establish as precisely as possible the nature of the conflict--if, in fact, any existed--between community colleges and evening colleges in the New York City area, and to determine the effect the community colleges have had upon the evening college programs.

It should be noted that the study is limited to the extent that only the relationship of conflict and effect between community colleges and evening colleges in the New York City area will be considered. This decision was made because of the availability of at least a limited amount of information concerning the relationship between community colleges and public adult schools.[1] On the other hand, there is virtually nothing available concerning evening colleges and community colleges.

It will also be helpful at this point to have some knowledge of the City University of New York (C. U. N. Y.). The information will be important to an understanding of some of the material presented later.

In New York City the Board of Higher Education is authorized and required to organize the faculties of the various colleges under its jurisdiction, to establish and conduct courses and curricula, and to prescribe conditions of student admission, attendance, and discharge. The Board is also empowered to be both sponsor and Board of Trustees of its community colleges. The educational units which are controlled by the Board of Higher Education are administered as, and under the general name and title of, "The City University of New York." Each unit of the university is permitted to have an appropriate distinctive designation, and thus the City University consists of four senior colleges and six two-year community colleges. The senior colleges include the City College, Hunter College, Brooklyn College, and Queens College--all of which offer four-year, graduate, professional, and two-year programs. The two-year community colleges include the Staten Island, Bronx, Queensborough, New York City, Kingsborough, and Borough of Manhattan Community Colleges.[1]

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[1] This information will be considered in the related literature section, pp. 9-14.

One final comment regarding terminology must be made before proceeding. The terms "county," "community," and "junior" colleges will be used interchangeably to reduce repetition and to identify as faithfully as possible the institution to which reference is made in a particular instance. As used in this study, the terms will refer to public two-year institutions which offer, in the evening, any combination of college transfer, terminal, and noncredit adult education programs.

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[1] Master Plan for the City University of New York, 1964 (New York: The Board of Higher Education of the City of New York, 1964), pp. 26-27.

II. RELATED LITERATURE

Community Colleges and Public Adult Schools

Although the burden of this study is concerned with the relationship between community colleges and evening colleges, it will be helpful for comparative purposes to have knowledge of the nature of the conflict which has been found to exist between some community colleges and public adult schools.

In this regard, Burton R. Clark's study, Adult Education In Transition, is pertinent. His study indicates that although the noncredit adult education program has traditionally belonged to the adult school in Los Angeles, an expanding junior college system has provided vigorous competition.[1] Clark generalizes that operating pressures which are conducive to absorbing adult education into the junior college are often most severe when a junior college is new and attempting rapid expansion. New physical plants must begin to pay their way in student attendance regardless of any changes which might affect the number of students applying for admission. If the expected student body does not materialize, administrators have to find additional sources of clientele.[1] Faced with such a problem in Los Angeles, the junior colleges expanded vigorously into the public adult schools' adult education province. As a result, Clark describes as "competitive" the situation which has emerged between the junior colleges and public adult schools in that city.[2]

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[1] Burton R. Clark, Adult Education In Transition (Berkeley: University of California Press, 1958), p. 130.

More specifically, conflicts developed between the adult schools and the junior colleges in regard to overlapping subject matter areas and clientele. Also, junior college evening classes began to appear in high schools where adult schools normally had control of classroom space. As the established party, the adult schools came to view the junior colleges as raiders. The adult school administrators pressed for a top policy decision that would separate jurisdictions and protect the adult school province. Because no such policy was established and no definite stand was taken by the top administration, the result amounted to an informal policy favoring the newer groups.[1]

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[1] Burton R. Clark, Adult Education In Transition (Berkeley: University of California Press, 1958), p. 132.

[2] Ibid., p. 135.

Concerning the question of clientele, Clark feels that there is a direct competition between the junior colleges and public adult schools for students. The evening divisions of the junior colleges provide a wide range of service courses, many of which are similar to those offered in the public adult school programs. Because students like the status and credit possibilities of college courses, the junior colleges hold an advantage over the adult schools. The end result is that the development of junior colleges into community colleges directly affects the adult school which fears that its program may be cut out from under it by the rival institution.[2]

Without clear-cut directives to separate jurisdictions, the school system has two adult education agencies which are becoming increasingly competitive.[3] The situation is further complicated by the fact that the rise of a competitive structure presents an alternative for unfriendly top administrators who take a skeptical view of the value of the adult school program and who would just as soon see the function taken over by the junior colleges. In fact, the junior college representatives in Los Angeles are openly suggesting to the adult school administrators that, on the basis of the "natural" shifting of adult education from the high schools to the junior colleges which is already taking place, the time has come for the adult school programs to be transferred completely to the junior colleges. Clark feels that as more junior college administrators learn the technique of community college organization and its advantages, the shift is likely to become even more pronounced. It is clear that this approach by the junior college administrators is irritating to the adult school personnel who want to preserve the present character of the adult school.[1]

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[1] Burton R. Clark, Adult Education In Transition (Berkeley: University of California Press, 1958), pp. 135-136.

[2] Ibid., p. 137.

[3] Ibid.

An additional source which confirms the continued existence of conflict between some junior colleges and public adult schools is the report of California's Coordinating Council for Higher Education which indicates:

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[1] Burton R. Clark, Adult Education In Transition (Berkeley: University of California Press, 1958), p. 140.

> Another concern of the Legislature dealt with unhealthy competition between some Junior College extended day programs and the offerings of some high school adult programs. While attempts have been made to resolve these problems on a statewide level, it cannot be reported at this time [July, 1963] that substantial progress has been accomplished.[1]

On the same subject Thornton indicates that the establishment of new community junior colleges brings a need for the "articulation" of all their efforts with previously existing educational agencies. He feels that the need may be particularly acute in the field of adult education where many school districts have developed extensive plans for adult education with administrative staff, arrangements for use of facilities, well-established offerings, sources of faculty, and a continuing clientele. Thornton indicates that:

> . . . the new community junior college may then be seen as a threat to the status of the previous program. Especially if it is independently organized and administered, the new college may be tempted to duplicate and extend the existing program. Alternatively, it may decide to offer to adults only those courses it offers in the day program to regular students. Either of these decisions is likely to prove unfortunate; the one will beget enmities, unnecessary

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[1] Continuing Education Programs In California Higher Education (Sacramento: Coordinating Council for Higher Education, 1963), p. 19.

> competition, and excessive costs, and the other will deprive some adults of needed educational services which can be provided most appropriately only by the community junior college.[1]

Medsker also identifies the need for coordinating the junior college adult education program with that of other agencies, including other segments of public school systems. He concludes that in colleges maintained by separate junior college districts, by the state, or by private resources there is an obligation to avoid unnecessary duplication of effort and to work closely with other agencies in the development of a program that best serves the community.[2]

Community Colleges and Evening Colleges

In contrast to the information available about the community college-adult school conflict, there is virtually no specific information available concerning the relationship between community colleges and evening colleges. The only pertinent source discovered was a report made in July, 1963, by the

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[1] James W. Thornton, Jr., The Community Junior College (New York: John Wiley & Sons, Inc., 1960), p. 250.

[2] Leland L. Medsker, The Junior College: Progress and Prospects (New York: McGraw-Hill, Inc., 1960), p. 77.

California Coordinating Council for Higher Education. The report indicated that with the growth of the junior college extended day offerings in California and with the rapid increase in the number of higher education institutions, some continuing education programs had grown without proper planning, coordination, or equitable assistance. The legislative resolution which initiated the study authorized the Council to investigate the degree and amount of "unfortunate and disturbing competition" in higher adult education among institutions offering such programs.[1] In seeking a proper solution to the problem, the Council proposed a greater delineation of functions among the various adult education programs of institutions of higher education.

The situation in California was summarized by the Council statement that "despite statements to the contrary there has been some unfortunate competition and duplication among the educational segments in the field of continuing education . . ."[2]

The report indicates further that competition leading to conflict between community colleges and other adult education agencies has taken a number of different forms--such as competition for faculty, competition for service areas, competition for dollars, and competition for prestige and status.[1]

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[1] Continuing Education Programs In California Higher Education (Sacramento: Coordinating Council for Higher Education, 1963), p. 19.

[2] Ibid.

Conclusions

It is obvious from the sources cited in this section that conflict has been found to exist not only between certain community colleges and public adult schools, but also between certain community colleges and the evening programs of other institutions of higher learning. The forms of competition which have led to problems among the institutions have been identified as involving faculty, service areas, finances, and prestige and status.

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[1] Continuing Education Programs In California Higher Education (Sacramento: Coordinating Council for Higher Education, 1963), p. 19.

III. METHODOLOGY OF THE RESEARCH

Because of the sensitive nature of some of the information sought and because of the absolute paucity of written material available on the subject, it was believed that a series of personal interviews with deans and directors of selected evening and community colleges would elicit better data than a questionnaire poll of many or all evening and community colleges. As a result, seventeen such interviews were held.

It was felt that personal contact, even if probing in nature, would be more assuring to the respondents than a written questionnaire which leaves less opportunity for explanation. The interview technique also allowed the researcher to be identified and assessed more readily.

Each New York evening college dean and director was asked to identify the problems he was experiencing with community colleges. If not included in the reply, each was asked if conflict or disturbing competition existed for service areas, faculty, finances, and prestige and status. Each was then asked to identify and explain the effect that community colleges have had and are expected to have on his evening program.

Each community college respondent was asked the same questions about his relationship with the evening colleges.

Both the community college and evening college respondents were asked to indicate what they thought the other's role should be in the total educational picture.

Finally, the New Jersey deans were asked to identify the issues which they felt would develop into conflict with the county colleges. They were also asked to define the role they felt the county colleges should play and to indicate how they anticipate their programs will be affected by the emergence of the county colleges.

The nature of each interview was essentially open-ended even though the fixed set of questions identified above was asked of each respondent. The flexible procedure was highly useful in exploration because it adapted to the real problems of the respondents. In this way, definitions of the situation emerged that constitute an accumulative index of the issues involved.

The criteria for the selection of the evening colleges in New York and New Jersey were as follows: first, membership in the Association of University Evening Colleges; second, location (to attain some geographic dispersion while not making unreasonable the problem of accessibility); and third, type of parent institution--that is, private, public, non-denominational, church-related.

For the community colleges three criteria were used: geographic dispersion, length of time in operation, and type of program. In the latter respect, the New York City Community College located in Brooklyn offers only terminal programs; the Nassau Community College located in Long Island offers only transfer programs; and the Bronx Community College located in the Bronx professes to follow a policy of maintaining, within reason, a fifty-fifty balance between transfer and terminal students. Regarding length of time in operation, such institutions as the Kingsborough and the Borough of Manhattan Community Colleges, both of which opened in 1964, were excluded because of their late arrival upon the scene. It should be noted that both the New York City and Bronx Community Colleges are member institutions of the City University of New York, while the Nassau Community College is not.

In addition to the three community colleges, the following evening colleges were selected:

1. School of General Studies, Adelphi University
2. School of General Studies, Brooklyn College
3. Evening and Extension Division, Baruch School of Business, City College
4. School of General Studies, City College
5. School of General Studies, Columbia University
6. Evening Division, Fairleigh Dickinson University
7. The Evening Program, Hofstra University
8. School of General Studies, Hunter College in the Bronx
9. School of General Studies, Hunter College at Park Avenue
10. School of Basic Studies, Long Island University
11. Evening Sessions, Newark College of Engineering
12. School of Continuing Professional Studies, Pratt Institute
13. University College and University Extension Division, Rutgers--The State University
14. University College, Seton Hall University

IV. FINDINGS

Conflict

Although studies of community colleges have revealed that such institutions often become deeply involved in noncredit adult programs, this situation was not found to exist at the three community colleges studied.[1] The community college representatives explained the situation by indicating that because of a tremendous demand which they are attempting to meet for credit programs, they find they do not have the facilities for noncredit programs.[2] Within the limits of this study, the only possible area of conflict or competition for students between community colleges and evening colleges is, therefore, in the credit program area. Further, within the credit program area the competition can only exist for students who are classified as freshmen, sophomores, or non-matriculants.

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[1] See, for example, Leland L. Medsker, The Junior College: Progress and Prospects (New York: McGraw-Hill, Inc., 1960), pp. 72-73; James W. Thornton, Jr., The Community Junior College (New York: John Wiley & Sons, Inc., 1960), p. 250; and Burton R. Clark, Adult Education In Transition (Berkeley: University of California Press, 1958), pp. 130-133.

[2] Interviews with Victor Lauter, New York City Community College, November 13, 1964; Thomas E. Costigan, Nassau Community College, December 9, 1964; and Dr. Sidney Silverman, Bronx Community College, December 1, 1964.

Significantly, not one of the evening college deans or directors interviewed would describe his over-all relationship with the community colleges as one of conflict.

The same holds true for the three community college representatives who indicated, without exception, that they were experiencing no problems of conflict with the evening colleges.

Despite the reluctance of the evening college administrators to classify as conflicting their relationships with community colleges, many of them made qualifying statements which revealed a number of issues which are causing them considerable concern. The major issues concern the role the community colleges should play in adult education, and these issues will be considered below.

Competition for service areas.--Disagreement over the role an educational institution should play can be considered as competition for service areas. In this connection the evening college administrators identified as issues of disagreement with community colleges (1) the emphasis that the community colleges are giving to transfer programs at the expense of terminal education and (2) the aspiration of some community colleges to become four-year, baccalaureate-granting institutions.

Transfer and terminal programs.--Seven of the ten evening college deans and directors in New York felt that the community colleges are emphasizing transfer programs at the expense of terminal-vocational education. The feeling has led to a charge by the evening college administrators that the community colleges are generating considerable and unnecessary duplication of transfer programs already in existence at the evening colleges.

The issue is most apparent in the controversy which involves a decision by the Board of Higher Education of the City of New York to transfer eventually all Associate degree programs from the evening programs of the City University of New York senior colleges to the exclusive jurisdiction of the community colleges in that system. The transfer is to take place as soon as the capacity of the community colleges permits. It is estimated that when the aggregate daytime capacity of the six community colleges--that is, the Staten Island, Bronx, Queensborough, Kingsborough, Borough of Manhattan, and the New York City Community Colleges--reaches 15,000, they will be able to accommodate, in addition to their present categories of students, those who now use the Associate degree curricula in the evening programs of the senior colleges as a "gateway" to matriculation in the baccalaureate programs. The 15,000 enrollment point is expected to be reached by 1968.[1]

Although only three of the five evening divisions of the senior colleges in the system offer A. A. and A. A. S. programs, four of the five directors of the evening programs indicated a considerable concern over the possible loss of the Associate degree programs to the community colleges.[2]

On the other hand, the representatives of the two community colleges in the system, the Bronx and the New York City Community Colleges, expressed their pleasure and complete concurrence with the decision. All three community college representatives interviewed, regardless of the C. U. N. Y. issue, felt that the evening programs of four-year institutions should generally be confined to third- and fourth-year level offerings.[1]

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[1] Master Plan for the City University of New York, 1964 (New York: The Board of Higher Education of the City of New York, 1964), p. 80.

[2] Brooklyn College, City College, and the Baruch School of Business offer Associate degree programs while Hunter College at Park Avenue and in the Bronx do not.

The evening program deans and directors obviously did not concur with such a view of their future role. In defense of their opposition to the loss of the Associate degree programs to the community colleges, the affected C. U. N. Y. evening program directors contend that it is not their objective to offer terminal Associate degree programs which they readily concede to the community colleges. Rather, they maintain that their programs are essentially transfer programs for students who cannot gain admission to day school. The programs are intended to give such applicants the opportunity to demonstrate the ability to handle successfully a baccalaureate program. The intent is to move such students up into a baccalaureate program as quickly as possible or to eliminate them completely.[2]

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[1] Interviews with Victor Lauter, New York City Community College, November 13, 1964; Thomas E. Costigan, Nassau Community College, December 9, 1964; and Dr. Sidney Silverman, Bronx Community College, December 1, 1964.

[2] Interviews with Dr. Bernard Levy, City College, October 19, 1964; Dr. Edwin H. Spengler, Brooklyn College, October 14, 1964; and Dr. Robert A. Love, Baruch School of Business, November 9, 1964.

Director Robert Love of the Evening and Extension Division of the Baruch School of Business, describing the issue of the future loss of the A. A. and A. A. S. programs as a situation of "conflict" between his program and the community colleges, indicated that the significant point is that his institution does not confer many A. A. degrees because it either moves the A. A. student on to the tuition-free, baccalaureate-seeking category or eliminates him completely if he demonstrates inability to benefit from a baccalaureate program. Love feels very strongly that such students should not be denied, by the elimination of the A. A. programs, the opportunity to benefit from the departments, faculty, and facilities of the senior colleges.

Love also charged that the community college presidents have literally put "cellophane wrapping" over their technical machinery because of a desire to get into transfer work. Thus the most important part of the community college program in New York City, in his opinion, has been put under wraps.[1]

Director Bernard Levy, reacting to the same situation, expressed similar sentiments and objectives concerning his A. A. programs. He indicated that his programs are not career but rather transfer-type programs which should be offered by the senior colleges as long as the need exists and the enrollments do not squeeze out qualified baccalaureate applicants.[1]

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[1] Interview with Robert A. Love, Baruch School of Business, November 9, 1964.

In comparison, he feels the community college Associate degree programs should be terminal. The four-year colleges are not designed and staffed to handle vocational programs, while community colleges should be. If career programs are neglected, society suffers. New York's Negroes and recent arrivals, such as the Puerto Ricans, need skills which the community colleges should provide.

Although he has no objection to community college involvement in transfer programs because the need is so great in the New York City area, he feels that the community colleges should become involved in such programs only when terminal or career program needs are being fully met. In Levy's opinion these needs are currently not being met.

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[1] A minimum composite score of 170 is the "cut-off" point for admission to tuition-free education at the C. U. N. Y. senior colleges. The composite score is obtained by combining the student's high school average with his rating in the Scholastic Aptitude Test (SAT) of the College Entrance Examination Board after the latter has been converted to a scale similar to high school averages. Thus the "cut-off" point approximates a high school average of 85% (170÷2-85). A student with a total score lower than 170 cannot be admitted to day school, but he can be admitted to the evening college as a tuition-paying non-matriculant.

Additionally, he emphasized the point that the A. A. program students at his institution are being dealt with as pre-baccalaureate rather than terminal students. Those who take the Associate degree program at his institution do so because they are originally unqualified for admission to the baccalaureate programs. Levy feels that it is important to give such students the opportunity to prove at his own institution that they can be baccalaureate students. In comments similar to Love's, Levy indicated that his objective is to move the A. A. student up to baccalaureate status as quickly as possible or to eliminate him. He feels such a practice contrasts with the community college situation where the two-year Associate degree may be the true goal. It is obvious that Levy feels his proper province should include A. A.-type programs for those who can profit by a baccalaureate program but who need some initial help to qualify.[1]

To summarize the controversy within the City

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[1] Interview with Dr. Bernard Levy, City College, October 19, 1964.

University of New York, the senior college evening program directors do not object to losing terminal Associate degree programs at their institutions, but they deeply resent the impending loss of the opportunity to offer two-year programs for students who want to continue for the senior college baccalaureate degree. They object vigorously to the fact that if the presently projected system goes into effect, a student one point below the baccalaureate program academic entrance requirement will be forced to go to a community college and thus, initially at least, be denied access to the institution of his choice. They feel such a policy is indefensible in light of the overwhelming demand for higher education in the area which provides enough students for everyone.

On the other hand, the community colleges feel that it is only proper that all the Associate degree programs belong exclusively to them. One community college evening program dean, in summarizing the community college position, stated that "there is no argument. When the time comes, the community colleges will take over the two-year degree programs."[1]

Responding to the charge by evening college administrators that the community colleges are emphasizing transfer programs at the expense of terminal education, only Dean Silverman of the Bronx Community College felt that the situation was misrepresented. He pointed out that the New York City Community College presently offers only terminal programs and cited his own institution's policy of attempting to maintain a fifty-fifty balance between transfer and terminal programs.[1]

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[1] Interview with Dr. Sidney Silverman, Bronx Community College, December 1, 1964.

In contrast to Silverman's position, however, the New York City Community College representative agreed that on the whole community colleges are emphasizing transfer programs at the expense of terminal programs. One force cited as giving emphasis to the trend is the drive, even among his own faculty, for the prestige which accompanies transfer programs. Because of a desire of community college faculty in general for the prestige of transfer programs, such programs will continue to attract emphasis. An additional force identified in this regard stems from the pressures of accrediting and professional agencies which force community college faculties and presidents into squeezing out terminal programs by raising the levels of the course work involved. In this director's opinion too many community college administrators are merely giving lip service to terminal education.[1]

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[1] Interview with Dr. Sidney Silverman, Bronx Community College, December 1, 1964.

On the same issue, the Nassau Community College representative agreed that on the whole the charge under consideration probably has some substance. He pointed out that although his institution offers transfer programs only, some terminal or career-type programs are presently under consideration and will probably be introduced within a few years. At the present, however, it is felt that there is not enough space for both programs. Additionally, although the faculty and administration are hoping to institute a few programs such as medical and legal secretarial programs, a big stumbling block will be the resistance of the Board of Trustees which favors transfer programs. A survey of the industry in Nassau County revealed that employers prefer to have the students liberally educated to think for themselves. The companies prefer to provide their own technical training after hiring a liberally educated youth.[2]

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[1] Interview with Victor Lauter, New York City Community College, November 13, 1964.

[2] Interview with Thomas E. Costigan, Nassau Community College, December 9, 1964.

Concern that community colleges aspire to become four-year, baccalaureate-granting institutions.--Seven of the ten New York evening college deans and directors expressed serious concern over the possibility that some community colleges aspire to and may become four-year institutions.

Commenting on the issue, Dr. Bernard Levy of City College feels that the "social tragedy" which exists because community colleges are emphasizing transfer programs will become even greater if career programs are abandoned or pushed further into the background by community colleges becoming baccalaureate-granting institutions. He feels there is room for many new four-year colleges, but this change should not be accomplished through the neglect of terminal programs which are of the utmost importance.[1]

Another evening college director felt that on the whole the community college desire to duplicate senior college transfer programs will be followed by an attempt to obtain license to grant the baccalaureate degree. He sees as the motivation for such a move the desire to claim they will be entitled to the same pay and privileges as the senior college faculty and staff by virtue of the fact that they will then be doing the same work.[1]

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[1] Interview with Dr. Bernard Levy, City College, October 19, 1964.

The representatives of the evening programs of four private institutions--Adelphi University, Hofstra University, Long Island University, and Pratt Institute--were most concerned with this issue. All are concerned with the competition which they would face in higher as well as lower division work if such a situation were to develop because of the distinct tuition advantage the community colleges would hold.[2]

In response to this charge, both the Bronx and New York City Community College representatives denied such goals for their institutions.[3]

On the other hand, the Nassau Community College administrators and Board of Trustees have considered becoming a four-year institution. Their desire met the resistance of the State University Board of Trustees, but apparently the issue has not been completely settled. The representative interviewed pointed out that despite the opposition of the State Board of Trustees, the New York community college law allows such institutions to become four-year colleges. It was conceded that if Nassau were to become a four-year institution, a "terrific" amount of competition with such institutions as Adelphi and Hofstra would be generated.[1]

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[1] Interview with Dr. Robert A. Love, Baruch School of Business, November 9, 1964.

[2] Interviews with Richard F. Clemo, Adelphi University, December 7, 1964; H. Lichtenstein, Hofstra University, December 4, 1964; Harold Nierenberg, Long Island University, October 12, 1964; and Robert C. Osborne, Pratt Institute, October 12, 1964.

[3] Interviews with Dr. Sidney Silverman, Bronx Community College, December 1, 1964; and Victor Lauter, New York City Community College, November 13, 1964.

Concern Regarding the Quality of Community College Transfer Students

One issue other than that dealing with competition for service areas which emerged during three of the interviews was a concern regarding the deficiencies of community college transfer students. Director Love of the Baruch School, Dean Clemo of Adelphi, and Dean Osborne of Pratt Institute felt that in some instances the quality of the community college transfer students has not matched that of their own first two-year students. Clemo has found in two studies that the transfer students in his program do well enough in most subject areas, with the exceptions of the sciences, languages, and English.

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[1] Interview with Thomas E. Costigan, Nassau Community College, December 9, 1964.

In one statement Clemo indicated he felt that "chemistry results have been disastrous."[1] Pratt Institute has found that, in general, although only a small sample has been involved, their community college transfer students have been weak in mathematics, and it has been necessary to start some at the noncredit level.[2]

The Bronx Community College administrator felt there is little substance to the above comments, and he regarded them as a natural tendency to feel that one's own students are better. He emphasized the point that almost all students experience a slight drop in academic average following a transfer because of the problems of readjustment. Slippage studies should include a look at how well the transfer student does in his second year at the senior institution.[3]

The Nassau Community College representative expressed sentiments similar to those encountered at the Bronx Community College.

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[1] Interview with Richard F. Clemo, Adelphi University, December 7, 1964.

[2] Interview with Robert C. Osborne, Pratt Institute, October 12, 1964.

[3] Interview with Dr. Sidney Silverman, Bronx Community College, December 1, 1964.

It is important to note that students who graduate from the New York City Community College and who decide to go on for the baccalaureate degree at a four-year institution generally lose a substantial amount of credit because they are graduates of a terminal program which was not designed to feed them into advanced collegiate work. It would not be proper to consider such a loss of credit as an adequate measure of the quality of that institution's end product since preparing transfer students is not its present objective.

Competition for Status and Prestige, Finances, and Faculty

None of the forms of competition considered in this section can be characterized as being serious issues between the evening colleges and the community colleges studied. Although a few of the evening college administrators felt that one of the motives of the community colleges in emphasizing transfer rather than terminal programs and for aspiring to become four-year institutions can be traced to their desire for comparable status and prestige with the evening colleges, only one individual viewed this as a significant problem. He indicated that community college personnel have an inferiority complex because they do not enjoy so high a pay scale as that in effect at the C. U. N. Y. senior colleges. He feels that community college presidents feel inferior to the senior college presidents and, consequently, have pushed transfer work to put themselves on a par with the senior college presidents. By doing the same work they will be entitled to the same pay and privileges.[1]

Although a few of the C. U. N. Y. senior college evening program directors feel there is a substantial degree of competition with the community colleges for C. U. N. Y. finances, this was not found to be an issue of much significance, and the same situation exists with respect to competition for faculty. Most of the persons interviewed felt that competition for faculty does not go beyond the normal problems of all institutions seeking faculty in an era of scarcity. Only one individual indicated that some private colleges, such as his, are affected by the competition because they cannot pay their evening faculty as much as the community colleges do.[2]

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[1] Interview with Robert A. Love, Baruch School of Business, November 9, 1964.

[2] Interview with Harold Nierenberg, Long Island University, October 12, 1964.

Summary and Conclusions

Although problems certainly exist, the institutions included in this study do not appear to be involved in the degree of conflict which the related literature reports in California.

The issue causing the greatest disagreement between the two types of institutions concerns the role each feels the other should play in the total educational picture.

The greatest rupture and deepest emotion was found to exist between the senior college evening programs and the community colleges within the system of the City University of New York over the projected transfer of all Associate degree programs to the exclusive jurisdiction of the community colleges. The evening college administrators deeply resent the impending loss of their two-year transfer programs, while the community college people feel the decision is very logical and just. Because the action affects only institutions under the control of the Board of Higher Education of New York City, none of the other institutions included in this study were involved.

The most significant issue concerning the role each type of institution should play which affects all of the evening colleges involves the question of whether or not the community colleges are generally stressing transfer programs and neglecting terminal-vocational education. This feeling on the part of the majority of the evening college administrators has led to their charge that the community colleges are generating considerable unnecessary duplication of effort by emphasis on college transfer programs. While some community college personnel feel the charge has a degree of validity, they cite the tremendous demand they have experienced for college transfer education as a justification for the emphasis.

Closely related to the charge of unnecessary duplication is the contention of a majority of the evening colleges that the community colleges, at least in some instances, are aspiring to become four-year, baccalaureate-granting institutions. A number of individuals who are not too unhappy with the present situation indicated that a tremendous amount of competition would result from such a move on the part of the community colleges.

In addition to these differences of opinion regarding service areas, there was evidence of minor concern over the quality of the community college transfer student, over competition for finances, and over competition for faculty.

The findings confirm the contention that the introduction of two-year colleges with evening programs is beset with a number of serious problems which vary with the specific circumstances involved. No one enjoys the diminution of his program through the loss of clientele to a new, rival institution. On the other hand, the new institution struggles naturally for increased growth and success. The key to the situation, therefore, appears to be the role which the two-year college sets as its objective. It was clear that much of the disagreement between the evening colleges and the community colleges would not exist if the community colleges had given the greatest emphasis to terminal-vocational education. Such an emphasis would naturally have the effect of limiting the competition between the two types of institutions.

A determination of whether or not the evening colleges were correct in their allegation that the community colleges have neglected their responsibility in filling terminal-vocational needs, if indeed such an obligation exists in the first place, was not the objective of this study, and no judgment will be passed on the issue. It is clear, however, in light of the experience in California and the findings in New York that the introduction of two-year colleges with extensive evening programs can result in a substantial strain on the established evening colleges. Such situations require an unselfish and cooperative approach by all parties if conflict and disagreement are to be held to a minimum. If positions are taken on the basis of narrow self-interests rather than on the basis of the establishment of the best possible total adult education program for the citizens of the state, excessive duplication of effort and unhealthy competition may be the result.

Effect of Community Colleges on Evening College Programs

Another issue is the effect that the community colleges have had upon the evening colleges. Although treated separately, the questions of conflict and effect are not unrelated. The effect, actual or anticipated, which the community colleges have had upon enrollments has intensified, for example, the differences of opinion concerning the role the community colleges should play. If the community college day and evening transfer programs did not involve the loss of evening college students to those programs either directly or, as in the case of the C. U. N. Y. institutions, through the transfer of all A. A. programs to the community colleges, it is not likely that the issue of transfer versus terminal education as explained earlier would generate so great a difference of opinion as presently exists, regardless of the remaining ethical question of unmet terminal-vocational needs.

The two primary effects ascertained during this study are those on enrollment and nature of program. In some instances the threat and demonstrated effect of the community colleges have also led to the anomalous situation of forcing closer cooperation between competing institutions.

Enrollment

The greatest effect on enrollment has occurred at the private institutions of Hofstra and Adelphi Universities in Long Island. It is attributed primarily to the distinct tuition advantage of the public Nassau Community College, which charges $10 a credit while Hofstra and Adelphi charge $40 a credit. A supporting factor is the lower population density and consequent lower demand for higher education in Long Island as compared with that in New York City, the Bronx, and Brooklyn where the other institutions visited are located. Also, the effect on enrollment at Hofstra and Adelphi has been increased by the Nassau Community

College policy of offering only transfer programs--a policy which has had the effect of increasing competition for first- and second-year students.

Dean Lichtenstein of Hofstra University characterized as "discomforting" the effect which the opening of the Nassau Community College has had on his evening program. An "immediate and tremendous impact" was felt in that "an estimated one-third of the students who would have gone to Hofstra went instead to the Nassau Community College. Enrollment dropped from 2,900 students to under 2,000 as a direct result of the opening of the community college." The drop in enrollment has provided a "very dramatic" decrease in lower division course sections. An even bigger impact is expected as a result of the loss of those who were expected to swell the program in the future if the community college were not available. Although the rate of decrease in enrollment has leveled off, there has been no upswing yet. An anticipated increase in third- and fourth-year transfer students has not materialized as yet because the Nassau Community College has only been open for four years. As a result, the community college is just beginning to graduate evening students because of the longer amount of time required to complete evening programs. Lichtenstein does not anticipate, however, that there will be as great an increase in transfer students as were originally lost. A projection for Hofstra's evening program indicates that they will experience a continuing but slower decline in enrollments as a result of the community college movement.[1]

Adelphi University's evening program, reporting a drop of about 300 students as a result of the opening of the Nassau Community College, has been similarly affected.[2]

In contrast, the evening divisions of the public senior colleges of the City University of New York have maintained or increased their enrollments in the face of the competition of their sister community colleges. All the senior college representatives were quick to point out, however, that they are not increasing and will not increase enrollments nearly so much as they would have expected if the community colleges and their evening programs were not in existence.

If the transfer of the A. A. programs to the exclusive jurisdiction of the community colleges in the C. U. N. Y. system becomes a reality, as it appears it will, the effect may be more pronounced. For example, one evening college director indicated he would lose approximately one-third of his present students if the Associate degree program is discontinued at his institution.[1]

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[1] Interview with H. Lichtenstein, Hofstra University, December 4, 1964.

[2] Interview with Richard F. Clemo, Adelphi University, December 7, 1964.

Effect on Program

With but two exceptions, Columbia University and Hunter College at Park Avenue (which both expect to remain essentially unaffected by the community college movement), every evening college dean or director felt that his program will eventually become essentially a third- and fourth-year, that is, higher-division, program as it loses more and more first- and second-year students.

Despite the expectation of increased numbers of community college transfer students, a few evening college administrators felt that it was still too early to determine what impact such transfer students will have on the total evening college programs. Because of the length of time evening college programs require for completion, a number of the evening colleges have not as yet admitted many of the community college evening transfer students. For example, the Nassau Community College has been in operation for only four years and, as a result, Hofstra has admitted less than 75 of Nassau's students into its evening program.[1] Hunter College in the Bronx reported that transfer students still represented a negligible portion of the evening enrollment. Only 54 such students were admitted in the fall of 1964, and 53 were admitted in the fall of 1963. Because the Bronx Community College has been graduating evening transfer students only since 1963, these statistics have not as yet become significant.[2] Similarly, Adelphi reported that less than five per cent of its evening enrollment is comprised of community college transfer students.[3]

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[1] Interview with Dr. Edwin H. Spengler, Brooklyn College, October 14, 1964.

One of the issues of disagreement among the evening college administrators concerns the question of whether or not the number of transfer students who apply for third- and fourth-year programs leading to the baccalaureate degree will balance the loss in first- and second-year enrollments. While some felt a balance will be effected, others felt this will not be so because many of the students who graduate from the community colleges will go right to work and, in essence, terminate their formal education at that point.

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[1] Interview with H. Lichtenstein, Hofstra University, December 4, 1964.

[2] Interview with Chester H. Robinson, Hunter College in the Bronx, December 14, 1964.

[3] Interview with Richard F. Clemo, Adelphi University, December 7, 1964.

In addition to the primary effect of becoming more oriented toward third- and fourth-year offerings, one institution reported that it has tentative plans to increase its noncredit program in an attempt to cushion its loss of first- and second-year students.[1]

Finally, one dean felt that as a result of the availability of community colleges, many of the less qualified students who would have applied for admission to his evening program have gone to the two-year institutions, and thus the caliber of student in his own program has been raised.[2]

Closer Cooperation

Some private institutions have found it necessary to develop new cooperative approaches with the community colleges in an attempt to get students to transfer to their institutions to cushion the loss of first- and second-year enrollments. Hofstra University's evening program administrators have recently initiated a program whereby they obtain the names of the Nassau Community College graduates who express a desire to go to Hofstra. Admissions representatives then go to the community college and interview the students with the objectives of helping them plan their programs of study and pointing out the advantages of transferring to Hofstra. Dean Lichtenstein indicated that they hope to expand the program to other community colleges in the near future.[1]

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[1] Interview with Richard F. Clemo, Adelphi University, December 7, 1965.

[2] Interview with H. Lichtenstein, Hofstra University, December 4, 1964.

Adelphi University's evening program administrator also reported that they have initiated a similar program with the nearby Nassau Community College,[2] and Pratt Institute is engaged in comparable activities in Brooklyn.[3]

Summary and Conclusions

Community colleges have had a considerable impact on the majority of the evening colleges included in this study. With respect to enrollment, the private colleges, with the exceptions of Columbia University and Pratt Institute, have been most affected. The condition appears to be true for the most part because of the substantial tuition advantage which the public community colleges have over the private evening colleges.

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[1] Interview with H. Lichtenstein, Hofstra University, December 4, 1964.

[2] Interview with Richard F. Clemo, Adelphi University, December 7, 1964.

[3] Interview with Robert C. Osborne, Pratt Institute, October 12, 1964.

In contrast, the public senior college evening programs of the City University of New York have maintained, and in some instances increased, their enrollments in the face of the competition of their sister community colleges which offer Associate degree programs tuition-free while the evening colleges are required to charge $10 a credit for them. One explanation for the lack of effect on enrollment is the tremendous population density and subsequent crushing demand for higher education in the area in which the public evening colleges are located. Additionally, the prestige of the senior colleges helps them to attract students who might otherwise attend the community colleges.

Concerning programming, the evening college administrators almost universally believe their emphasis will eventually be placed essentially upon higher-division course work as the community college movement expands.

Because of the impact felt by two private evening colleges, they have entered into close cooperative agreements with the community college in their area in order to attract as many transfer students as possible from that institution.

Finally, in at least one case there is a possibility that a noncredit adult education program will be vigorously expanded in an effort to cushion enrollment losses to the community colleges.

New Jersey

The final objective of the study was to determine what a sampling of New Jersey's evening college deans think about the soon-to-be-established county colleges. The positions taken by the evening college administrators will be a significant factor in determining whether serious issues will develop as the county colleges come into existence. Deeply held convictions and unsympathetic attitudes on the part of the evening college personnel may give warning of the nature of issues which may develop.

Conflict

The evening college deans at the public

institutions of Rutgers--The State University and at the Newark College of Engineering expect no conflict between their programs and those of the county colleges.[1] While Fairleigh Dickinson and Seton Hall expressed similar sentiments, they also felt a concern over possible competition for faculty and clientele.[2]

Role of the county college.--All four evening college administrators felt that there are significant unmet terminal-vocational education needs in New Jersey and that such programs should be included in the county college offerings even if it means purposely curtailing college transfer work.[3]

Regarding noncredit adult education, both the Rutgers and Seton Hall representatives felt that the county colleges should offer such programs, while Fairleigh Dickinson and the Newark College of

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[1] Interviews with Dr. Ernest E. McMahon, Rutgers--The State University, December 28, 1964; and David H. Mangnall, Newark College of Engineering, January 7, 1965.

[2] Interviews with Byron C. Lambert, Fairleigh Dickinson University, January 6, 1965; and Rev. John E. O'Brien, Seton Hall University, January 8, 1965.

[3] Interviews with Dr. Ernest E. McMahon, Rutgers--The State University, December 28, 1964; Byron C. Lambert, Fairleigh Dickinson University, January 6, 1965; Rev. John E. O'Brien, Seton Hall University, January 8, 1965; and David H. Mangnall, Newark College of Engineering, January 7, 1965.

Engineering did not.[1]

One evening college dean felt emphatically that the county colleges should "stick to" liberal arts and business curricula and not become too diversified. He felt that they should limit themselves to offering survey courses and stay out of all upper-division course offerings and noncredit programs.[2]

Both Fairleigh Dickinson and Seton Hall, in reactions similar to those encountered at most of the institutions visited in New York, were concerned that the county colleges will eventually become four-year institutions. As private institutions they felt that great financial difficulties would follow such a move. Fairleigh Dickinson estimated a loss of fifty per cent of its evening enrollment if county colleges become four-year institutions.[3]

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[1] Interviews with Dr. Ernest E. McMahon, Rutgers--The State University, December 28, 1964; Rev. John E. O'Brien, Seton Hall University, January 8, 1965; Byron C. Lambert, Fairleigh Dickinson University, January 6, 1965; and David H. Mangnall, Newark College of Engineering, January 7, 1965.

[2] Interview with Byron C. Lambert, Fairleigh Dickinson University, January 6, 1965.

[3] Interviews with Byron C. Lambert, Fairleigh Dickinson University, January 6, 1965; and Rev. John E. O'Brien, Seton Hall University, January 8, 1965.

The Rutgers representative indicated that although he favored expanding county colleges to accommodate larger numbers of first- and second-year students, he was opposed to the county colleges becoming four-year institutions.[1]

Only the Newark College of Engineering respondent seemed unopposed to the possible expansion of county colleges to four-year institutions.[2]

Anticipated Effect of County Colleges

Enrollment.--Not one of the New Jersey evening college deans felt his program will be seriously affected by the opening of the county colleges.

Only if the new institutions offer liberal arts programs for well-qualified students does Seton Hall expect to feel the effect.[3]

The Newark College of Engineering, offering the only credit evening engineering programs in New Jersey, does not anticipate direct competition for students with county college terminal programs in arts and sciences. If anything, an increase in enrollment is expected as a result of students transferring from the county colleges.[1]

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[1] Interview with Dr. Ernest E. McMahon, Rutgers--The State University, December 28, 1964.

[2] Interview with David H. Mangnall, Newark College of Engineering, January 7, 1965.

[3] Interview with Rev. John E. O'Brien, Seton Hall University, January 8, 1965.

Similarly, Fairleigh Dickinson doubts serious effect on more than ten to fifteen per cent of its evening applicants. Those involved will be the ones who cannot qualify for the day program. Although it will be difficult to maintain present numbers, it is felt that the University offers such a diversified program that it will not be hurt.[2]

Rutgers anticipates that although there will not be so many basic or beginning students, the opening of the county colleges will eventually mean more students for the University's evening college and noncredit extension division. Some forty per cent of their evening college students have already had some college and thus are not likely to switch to the county colleges. Citing New Jersey's population explosion, Dean Ernest E. McMahon felt that the steady six per cent per year increase in enrollment his evening college has been experiencing will continue.

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[1] Interview with David H. Mangnall, Newark College of Engineering, January 7, 1965.

[2] Interview with Byron C. Lambert, Fairleigh Dickinson University, January 6, 1965.

Effect will be felt, however, in that the rate of increase probably would become significantly greater if no county colleges were to come into existence.[1]

Effect on program.--All of the New Jersey evening college deans felt that as a result of the opening of the county colleges, they will initially experience the loss of some beginning students, but eventually they will receive significant numbers of transfer students for upper-division offerings.

One institution reported plans, similar to those encountered at Adelphi University, to expand vigorously its noncredit program in an attempt to offset anticipated competition from the county colleges. Originally not concerned with noncredit education, the decision was made to enter the field when it became apparent that the county colleges were going to be started soon, and a noncredit adult education program was started in the fall of 1964.[2]

In contrast, Seton Hall does not plan to expand its noncredit program.[3]

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[1] Interview with Dr. Ernest E. McMahon, Rutgers--The State University, December 28, 1964.

[2] Interview with Byron C. Lambert, Fairleigh Dickinson University, January 6, 1965.

[3] Interview with Rev. John E. O'Brien, Seton Hall University, January 8, 1965.

Both Rutgers and the Newark College of Engineering anticipate that the existence of county college day and evening programs will push their noncredit operations into more professional study. The basic courses will be offered by the county colleges.[1]

Summary and Conclusions

The four evening college deans included in this portion of the study did not feel they will encounter any conflict with the county colleges, although the two private institutions conceded that problems could arise over competition for clientele and faculty.

All felt that the county colleges should include terminal-vocational programs in their offering, but they were split over the question of whether the county colleges should become involved in noncredit programs.

There was universal agreement that the evening colleges will eventually be forced into becoming essentially upper-division programs.

Because of the feelings that the county colleges should definitely offer terminal-vocational programs, and considering the fact that two of the four deans felt strongly that the county colleges should not offer noncredit programs, it is conceivable that these two points may develop into issues of disagreement with the county college administrators.

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[1] Interviews with Dr. Ernest E. McMahon, Rutgers--The State University, December 28, 1964; and David H. Mangnall, Newark College of Engineering, January 7, 1965.

V. IMPLICATIONS AND SUGGESTED PLAN FOR NEW JERSEY

Implications

With the multitude of problems which accompany the developing and opening of a number of two-year colleges, the problem of articulation between the new colleges and the established evening colleges is likely to be overlooked or assigned to a position of secondary importance. The experience in California and New York points to the need for serious consideration of the problems of coordination between the two types of institutions.

Failure to assign the proper degree of importance to this relationship has led (as cited in the related literature section of this paper) to the "unfortunate and disturbing competition" for faculty, service areas, finances, and prestige and status reported by California's Coordinating Council for Higher Education.

A similar situation has developed in New York, where the evening college deans and directors have charged that the community colleges are generating unnecessary duplication of effort and competition by emphasizing transfer programs at the expense of terminal-vocational education.

Another issue involves the concern of the evening college administrators that some community college presidents want to develop their two-year colleges into four-year institutions--a move which would have the effect of pushing terminal-vocational education further into the background. It would also mean that competition would then exist for higher-division as well as lower-division students.

The evening college administrators felt that the result of the community college emphasis on transfer programs is an adult education program which does not meet the need for terminal-vocational education in the New York City area.

The comments of the New Jersey evening college deans indicated they are also concerned that the county colleges may overemphasize transfer programs and aspire to become four-year institutions. Two of the respondents felt that the county colleges should not offer noncredit programs. These feelings give warning that difficulties similar to those found in New York may arise between county college and evening college administrators in New Jersey.

The Governor's Committee on New Jersey Higher Education, after citing the State's growing demands for well-educated men and women in virtually every branch of science and technology, expressed a concern similar to that of New Jersey's evening college deans when it stated:

> Equally serious is the critical need for technicians to provide supporting services to the research and development personnel who form the core of industrial enterprise.[1]

Justifying its concern for terminal-vocational education by indicating that trained technicians must now be recruited outside the State because New Jersey has done virtually nothing to provide educational opportunities for this kind of employment, the Committee quoted from studies by the New Jersey Department of Labor and Industry the following estimates of future needs for sub-professional personnel in certain localized areas:

1. Between 1962 and 1967, the need for technicians to assist professionals will lead all occupational groups in its rate in the Vineland-Bridgeton area.
2. By 1966 this same group will expand at a rate faster than any other group in the Perth Amboy-New Brunswick Labor Market Area.

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[1] The Governor's Committee on New Jersey Higher Education. A Report Prepared by the Governor's Committee on New Jersey Higher Education. (Trenton, 1964), p. 25.

3. While demands for professional workers in the Lakewood-Toms River Area will double between 1964 and 1967, the need for semi-professional technicians will be greater in proportion to their number than in any other occupational group.

4. In 1962, in the Paterson area, nearly one-third of the additional workers needed were technicians or aides to professional workers.

5. In the Jersey City area, the expansion and replacement demand for draftsmen, laboratory assistants and other technicians will offer over 900 opportunities by 1966.[1]

The Committee concluded that the kinds of preparation needed by persons in these positions can be provided in the proposed county colleges.[2] It also warned that while new community colleges have a tendency to overemphasize transfer programs, so-called terminal programs may actually be more important in terms of student needs and of meeting the requirements of the community and the State.[3] Finally, the Committee urged that:

> . . . county college authorities and State Agencies devote special attention to the problems associated with the organization of terminal programs. These programs should be

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[1] The Governor's Committee on New Jersey Higher Education. A Report Prepared by the Governor's Committee on New Jersey Higher Education. (Trenton, 1964), pp. 25-26.

[2] *Ibid.*, p. 26.

[3] *Ibid.*, p. 38.

> designed to meet the occupational and professional needs of the particular community or communities served by a specific county college.[1]

The issues which have been identified in New York, together with the concerns of the New Jersey evening college deans and the Governor's Committee on New Jersey Higher Education, establish the need for a plan to develop a cooperative approach for evening programming which will minimize friction between the State's evening colleges and county colleges.

A Suggested Plan

A workable set of policies governing relationships between and among the evening colleges and county colleges is desirable. The policies should help to eliminate conflicts and unnecessary duplication in programs. In order to be effective, the guiding principles must be accompanied by a willingness on the part of all concerned to put the public interest and the public need as the first consideration. While it is undesirable, if not impossible, to impose rigid guidelines to meet every situation in the State, the following definition of future functions to be performed by the county and evening colleges can help to provide a voluntarily coordinated system of college-level evening education in New Jersey.

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[1] The Governor's Committee on New Jersey Higher Education. A Report Prepared by the Governor's Committee on New Jersey Higher Education. (Trenton, 1964), p. 39.

Allocation of Functions

Two general principles should guide all continuing education programs in the State:

1. Every offering of an institution of higher education designed to meet the needs of adults should reflect the strengths and capabilities of that particular institution.

2. Clear procedural arrangements should be established to insure adequate communication between and among evening and county colleges.

The following kinds of assignments of responsibilities would seem to be appropriate to the county colleges and the evening colleges. The suggested allocations of responsibilities should not be thought of as being mutually exclusive, and in any given situation they should be determined by the needs of the county and the capabilities of the institutions located in the county. Additionally, efforts should be made to insure maximum use of existing facilities.

County colleges.--

1. County colleges should offer for credit--

lower-division transfer and terminal-vocational courses. It is essential that terminal-vocational courses be made available in proportion to the need that exists. Pressures for overemphasizing transfer work must be resisted, and a program in keeping with the total needs of the county should be offered.

2. Noncredit offerings should be limited to lower-division courses.

Evening colleges.--

1. The evening colleges should offer for credit--lower-division, upper-division, graduate, and postgraduate courses.

2. In the noncredit area, higher-division, professional, and postgraduate-level courses should be offered.

The majority of the evening college administrators interviewed in this study expressed their willingness to assist the two-year colleges to develop their evening programs--an offer which should be accepted by the county colleges.

County college administrators should initiate requests for regularly scheduled meetings with the evening college administrators who direct programs which draw students from the areas the county colleges are to serve. One of the purposes of the meetings should be to determine who should offer what in the county. The principles suggested above could be used as a guide in developing these informal, cooperative agreements. The purpose of such agreements should not be to establish exclusive jurisdictional rights for any institution as an end in itself, but rather to reduce conflicts and unnecessary duplication of programs.

By working together on the local level from the beginning, both parties can do much to reduce the tensions which are likely to develop. An alternative to voluntary cooperation of the nature called for in this suggested plan may be a division of functions from above, by a state coordinating council or similar agency.

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